

**WORK SESSION OF THE
BRIGHAM CITY COUNCIL
TO DISCUSS THE CITY'S VISION
AUGUST 16, 2005
6:00 p.m.**

PRESENT:	Don Tingey	Sharon Brailsford
	Dennis Sheffield	Mary Kate Christensen
	LouAnn Christensen	Barbara Stokes
	Stuart Reid	Paul Tittensor
	Reese Jensen	Alden Farr
	Holly Bell	Jon Adams
	Alden Farr	Andy Shinkle
	Paul Larsen	Bruce Leonard
	Michael Wright	Dale Nichols
	Larry Douglass	Jim Buchanan

Mayor Christensen opened the meeting by saying that the City has done a lot in the past four years to pro-actively address a lot of issues facing the City. This is largely due to the forward thinking Council and the outstanding staff that makes the Council look good.

The Mayor explained that she, Bruce Leonard, Paul Larsen and Councilmember Farr had a luncheon with Stuart Reid and Ogden Mayor Godfrey to look at some kind of master plan for the Ogden Airport and the Brigham City Airport. This was a great opportunity to talk with Stuart Reid. Mr. Reid was the Economic Development Director in Ogden City for 5 ½ years. Before that he was the Economic Development Director in Salt Lake City.

Mr. Reid said one of the problems cities have is that they focus on the process, and then they feel like they have accomplished something. Mr. Reid said he was on the Council in Salt Lake City, and then he was on Mayor Corradini's staff. One of the best things about Mayor Corradini is that she was an action person. She didn't come up with any of the ideas Salt Lake City did; they came from staff, people outside the administration, developers, etc. Once she decided that something presented to her was a good thing for Salt Lake, she was absolutely dogmatic, she did not get wrapped up in the process.

After working in Salt Lake, he has worked in Ogden for the last 5 ½ years. He said he is not a process guy or a maintenance guy. He leaves that to other people. He tries to figure out what a community needs. The very basis of knowing that is to determine what it should become. A community can have several developers do several different projects, and there will be a mix of several things, and none of them fit together, and none of them will move the community forward. It may raise the City's tax base, which is good for awhile, but they are not generational decisions that change or move the community in a direction that is healthy, prosperous, sustains the next generation of citizens. This is what elected officials should be thinking of. Elected officials should not concentrate on the nitty gritty. Their real function should be deciding what the generational decisions are that need to be made during their term.

An example of a generational decision is light rail in Salt Lake City. When Salt Lake City decided to do that, Mr. Reid was on the City Council at the time. All councilmembers except one were in favor of it. However, nearly everyone that had any power in the community was opposed to light rail, including the governor, Ruel Toplin of Utah Power, Spence Eccles of First Security, Harris Simmons of Zions Bank. In fact these three people took them to the Supreme Court to try and stop them. The Salt Lake City Council decided that light rail was critical to the future of Salt Lake City not only economically, but also critical to pollution, housing, university connections, and airport connections. They were all willing to make the political risk to make it happen. As everyone knows, light rail has been very successful. Spence Eccles has since gone throughout the state and apologized and said he was wrong, that light rail is an important asset to Salt Lake. This was a generational decision, because they paid the price. Mr. Reid said part of the reason he lost the election for Mayor of Salt Lake City was because light rail was not completed yet, and citizens reminded him that he supported light rail, meaning they were not supporting him. By constructing light rail, they changed transportation in Utah. Now everyone wants light rail; everyone wants commuter rail. This has to be steered to Brigham City. This is a smaller community, with different needs and issues. What are the generational decisions that need to be made for Brigham City? If they are not made, where does that put Brigham City 10, 15 years from now? He added that the staff is here to run the day-to-day operation of the City. Staff cannot take a lot of time to think big dreams, because they have a day-to-day job to do.

Mr. Reid asked everyone in the audience to write down 1) what was Brigham City; 2) what is Brigham City; and, 3) what should Brigham City become? He explained that it is hard to know what the airport should be, for example, if you don't know what the City will become.

Mr. Reid used Ogden City as a case study to indicate what happens when this discussion does not take place, and the difference when it does take place.

There is a perception of Ogden, some of which are misconceptions, some of which is true. Ogden City was a thriving community at one time. People shopped there, it was an economic center with a lot of employees. What happened? One of the things that happened is the economic base of the railroad closed down, and no one planned for that. It was also a major urban center. It was the second largest city in Utah. Urban centers were falling apart because suburbia was being built. Malls were being built at the outer parts of cities where it was easier to develop and more cost effective. Ogden City tried to put a mall downtown, and then they put in another one, but then there was too much retail and the market could not hold that much retail. When he started with Ogden City, there was boarded up buildings everywhere downtown. The mall was in the process of collapsing. A developer had purchased it from an insurance company who took it back from the owner because he was not making his payments. This developer's role is to buy malls, and basically allow them to collapse by not refurbishing or reinvesting, and holding cities hostage so they have to do something. Penny's moved out of the mall, ZCMI left, all anchors were leaving. This was doomsday for the downtown. So the Mayor asked the questions (it is important for a Mayor to ask questions). Mr. Reid asked the Mayor what he wanted Ogden to become.

When he started with Ogden, they had gone from the second in the market to sixth. Crime was up, they were second or third in the state in crime. Neighborhoods were falling apart, there was a "white flight" out of the City. They started to ask themselves what their assets were, and what their liabilities were.

Mr. Reid asked those in attendance what Brigham City's assets are. The following assets were named:

- 1) Quality of life.
- 2) Historic architecture related to the Brigham City Co-op. Mr. Douglass mentioned that some of the old mills were related to the co-op originally and then became the United Order system. It was the most important in Utah.
- 3) Historic Main Street, with tree-lined streets.
- 4) Four major transportation methods: the airport, the railroad, close to the freeway, and a major highway.
- 5) Excellent infrastructure.
- 6) Vibrant cultural activities.
- 7) UTOPIA.
- 8) Clean City.

Mr. Reid stated that the City really needs to find out what the City's assets are, and ask developers what assets are important to them. Developers are the money people. The City needs to harness that drive to make money in a direction that benefits the community.

The following liabilities were mentioned:

- 1) Too close to Ogden. Mr. Reid said this can be a benefit depending on what Brigham City wants to be.
- 2) Lack of high paying job opportunities.
- 3) Limited goods and services.
- 4) Wetland issues. Mr. Reid added that Brigham City is not landlocked, so the future can be determined in a very dynamic way.

Mr. Reid explained that the City should build on these assets, and diminish the liabilities. Liabilities can be turned into assets by being creative.

Mr. Reid said while determining Ogden's assets, they talked about the two rivers running through the town, and nothing has been done with them. The mountains are another asset for Ogden, with three ski resorts. They are the County Seat, and they have a university. They have an inner City, which some may see as a liability, but it is a great asset because it is a gathering place.

As a result of these assets, they came up with what they want to be. This has taken years. It has only been the last year or two that people have started to buy into the vision. They are a college/ recreation / entertainment / high-tech / research center. This drove every single decision they have made in the last 5 ½ years.

They also determined that they have some critical nodes. One is the downtown. Everything has to revolve and connect with downtown if it is going to work. Other nodes are the airport, the Business Depot of Ogden (BDO), the university, and the ski resorts.

Mr. Reid said the Ogden Airport is a great asset, with one of the longest runways in the state. They asked themselves how they can get recreation, entertainment, university, high-tech in there. They decided they wanted to make it a place where people can fly into to do all these things, and they started to recruit high-tech airplane manufacturers. They recruited Adams Aircraft, who is building the most high-tech business airplane in the world. They determined that the airport should be a business airport, and are trying to shift away from casual fliers. Others will come to the airport because Adams Aircraft is there. They partnered with the developer, and the City made it possible for him to bid out the north end of the airport with a hotel and retail, and additional hangars. They are connecting the airport to the downtown.

At the BDO, they want as much high-tech manufacturing as they can get. They are currently taking what they can get to get it economically viable. In the last 3-4 years, BDO has created \$15-16 million of revenue. In 2007, revenue will be split between the City and their partner. Half of everything from that day forward, Ogden will get. This high-tech manufacturing will drive high-tech research and development downtown.

Mr. Reid said their ski resorts are closer to a downtown major City than any place in Utah, which they have never taken advantage of. They are starting to do this and make a connection. The connection is a gondola.

Mr. Reid distributed a map of downtown Ogden. They decided that they would treat the downtown area like a mall, which needs anchor tenants. Everyone wants to be near an anchor tenant. Cities should give them a good deal, and charge the others as much as the market will bear. So it is very important to have good anchor tenants. Before the 1960s there were 4,000 more people living in downtown Ogden than there is today. There were 4,000-5,000 more employees working downtown. They decided that 25th Street, Wall Avenue, the rivers, and the mall area would be the anchors for downtown.

Twenty-fifth Street is a historic wonder, but no one had taken care of it. There were boarded buildings and there were large spaces that had been empty for 40 years. Today, there is only one or two vacant spots, one of which will be occupied this fall.

The mall area was a big issue, because Ogden City is really poor, so they had to find some way to purchase the mall. The mall would cost six million dollars, plus the cost to demolish it, building a new one and putting in infrastructure. With interest, it would be \$14 million. They decided to borrow money from the BDO, and they will pay it back with the lease revenue from the mall.

Mr. Reid said Wall Avenue was a mess. For years his predecessor was trying to get IRS to locate downtown. They said there was no way they were going to move downtown. Mr. Reid went and talked to them nicely. They said they wouldn't relocate to downtown. So they did some research. They found out that there are two executive orders requiring the IRS to locate in downtowns and use historic buildings whenever possible. Mr. Reid asked the historic people to write a letter to the IRS and tell them they would look on it very kindly if they would reconsider moving to the downtown Ogden area and use some of the historic buildings. If they were not willing, the historic people will become like the environmentalists are to the Forest Service. They wrote the letter, and the IRS, kicking and screaming, moved to the downtown. Because of this, the property next to it remodeled their property for \$400,000. Two years later, Mr. Reid sold it to a developer, who built it out for the IRS, for \$3.2 million. Now he has more money to do other things in the downtown. The first two phases of the IRS relocated 2,000 employees to the downtown, two historic buildings were revitalized, and two new buildings were built. All of these are on the tax rolls. The next phase will be between 500,000-600,000 square feet with 4,000-6,000 employees. This will happen in the next two years. Now developers are starting to look at Wall Avenue.

Mr. Reid said they asked Wal-Mart to be part of the River Project and put in a neighborhood Wal-Mart. They did not think there was the market for a Super Wal-Mart because there is one in Harrisville and Riverdale. Wal-Mart became

so excited about the market that they decided they wanted to build a Super Wal-Mart across the street from the IRS. In spite of what people say, Wal-Marts don't drive business away, they create more and more business.

The River Project will be 60 acres, with 600+ units of housing, boutique shops, restaurants along the river. It is in an RDA and there have been some issues there. In spite of that, all of the options except one or two have been obtained between Grant and Washington Avenues. Ogden Regional Hospital is talking about relocating to the River Project.

In addition to all of this, PRI purchased an entire block north of the LDS Temple, which will be under development in the spring. They also purchased property at the north end of the mall site. Ogden will be signing an agreement with Boyer Company to develop the rest of the mall. The Council will vote in a few weeks on the recreation center. There is a condominium developer who is going to develop on the mall property. The bottom floor will be a retail space, and the top will be condominiums and office space.

Mr. Reid stated that Ogden's identification of who they wanted to become is 180% in a different direction from what Ogden used to be. They made generational decisions. If they can make the downtown work, bring economic platform, connect the airport, ski resorts and the university to downtown, construct the gondola to link all these assets, Ogden City will become an international place, a destination place. People that are going to Sun Valley will come to Ogden City to go to Snow Basin.

It is all possible. Is it difficult? It is extremely hard. People opposed it very strongly. He couldn't beg developers to come to Ogden; now they can choose who they want to work with and what projects they want to be involved with.

They began by telling their story. He bought billboards from Salt Lake City to Perry and started telling a story, started telling things about Ogden. This created pride for Ogdenites, Letters to the Editor were being written in the Salt Lake Tribune and Deseret News chastising Salt Lake City government for not doing what Ogden was doing. Now people are holding international meetings with ski companies. People are traveling from all over the world, meeting in Ogden, and talking about locating their headquarters in Ogden.

Mr. Reid said once the City decides what you want to be, that drives everything else. Ogden is now getting partners for the mall, for the airport, for the BDO. Ogden City was caving for 30 years, and is a perfect example of what will happen if there is not a vision of what it should be.

Mr. Reid explained that the process is not the end. Too many cities go through the process and feel like they have done something. "Going through the process is not doing something." There are steps the City has to go through:

- 1) Go through the visioning, or decide what you want to be.
- 2) Create goals and objectives. As this is done the City should have conversation with developers. Developers will go where it is easy, where they can make money. The City has to create a vision for them, a story to tell. Show them how you can make it easy for them, easier than other places. After they are on board, meet with them and tell them what the City's goals and objectives are, and ask them how soon it can be done. Then work hard and be creative.
- 3) Tell a story, lie, tell people this is who you are, even if you are not.
- 4) Create partners and champions. Economic Development people have to be a champion, but they can only take it so far. The Mayor and Council absolutely have to be a champion, and there has to be champions in the community.
- 5) Be creative. Think out of the box.
- 6) Don't believe the nay-sayers. When Salt Lake City decided to do Gateway, every major business person told Mr. Reid that it would never work. Their investment in Gateway was \$16 million. They required the developer to construct the roads and underground parking, and redevelop Union Station. The developer spent \$400 million on the project. It has been very successful, and it will continue to get better and better. When the Council decides what Brigham City should be, then become that, and think of generations.
- 7) Persevere to the end. It takes time, but it will make a difference. When councils do something generational, something important, it will be very stressful.

Mr. Reid read the answers to the question, "What should Brigham City become?" The number one theme was quality of life. Mr. Reid said Brigham City is not trying to be a metropolitan area or urban center, because with that come a lot of problems. Another theme was to provide good jobs for people to live and work in Brigham City. People will live in

Brigham City if there is a family environment. He suggested a farm, bedroom, western theme, expanding on the Bird Refuge. Brigham City could become nationally acclaimed by expanding on the Bird Refuge with as many animals as possible, such as bear and elk parks, things that people want to see. Brigham City could become a destination place.

If Brigham City wants to have high paying jobs, that means people will live and work here, and they will expect to play here.

Mr. Reid said Brigham City is a perfect place for an outlet mall. Mayor Christensen said there was a study done and they said there was not anything to attract people like Park City has. Mr. Reid said don't take no for an answer. It can be done. Boise, Idaho has an outlet mall; Barstow, California has an outlet mall. He said if it was a natural thing, they would be here already. He said that there are things the City can do to bring in an outlet mall.

Mr. Reid said Brigham City cannot afford not to do commuter rail, unless you want to be secluded. Mr. Reid stated that if you are not moving forward and progressing, you're moving backward. Growth is coming to Brigham City, and he felt commuter rail is inevitable. If it is inevitable, the Council needs to decide whether to do it now or wait and have the next generation pay for it. Can something be done now to prepare for it? Don't brush it aside because you don't think the City can afford it. Don't do that with anything you think is needed for the community. There is a way to do it. Be creative and persevere and pursue it with a vengeance.

Mr. Reid cautioned not to "piece meal." Don't spend a lot of money on things that the City is paying for and will have to operate year after year. Get private industry to fund these things. There are some things that the government is expected to do, but the things that are thought to drive economic development most of the time don't. Make the City's vision wholeistic, connect it all. If it is done piece meal, people don't get it. It doesn't tell a story, it doesn't connect. He added that developers are persuaded by a story. They want to know where the community is going. They are driven ultimately by the bottom line, but they have to know that there is direction if they are going to invest their money in the community. The City wants them to foot the bill. The City should help them, do an analysis, to see if in a few years the community will benefit. For example, Ogden is willing to invest money in the mall because it is generating all kinds of economic development and it hasn't even started yet. All because of what they are doing. The City needs to decide what is best for the community.

Mayor Christensen thanked Mr. Reid for giving the Council and staff a lot of ideas. The City has already done a lot of groundwork, now we need to focus on getting to the next level. She asked what should be done to move the City to the next level. Mr. Douglass suggested developing a master plan for the heritage tourism in Brigham City, maybe utilizing our co-op buildings. Nobody has these types of buildings, not even Nauvoo, Illinois. Brigham City could be the Nauvoo of Utah. Mr. Reid asked how this could be paid for. Mr. Douglass said there could be speciality businesses that sell historic products. The co-op buildings could be just one aspect of it. The new Bird Refuge Visitor's Center, The Golden Spike, and the Pioneer Heritage Tour could go hand-in-hand. Tourism in Brigham City would be very relaxing. Touring the Lion House in Salt Lake City, for example, is very hectic. In Brigham City it is family-friendly and relaxing. Mr. Reid said these are great ideas, and thought the City should do it. However, before starting something like this, the City should create more economic anchors in order to pay for these things. Brigham City has a great downtown, but it needs to look better. There needs to be more active businesses and more housing. There should be a 24-hour presence with people living there and some services. It needs to be cleaned up, the buildings need to go back to their original facades, and the City needs to get vibrant businesses there. In order to do that, there needs to be some major anchors. The City needs to find historic money to create incentives for property owners to clean up the buildings and attract better businesses. Mr. Reid said historic tourism is a great idea, but it should not be the first thing the City does. The City has to get the overall vision. He explained why it worked for Ogden, now Brigham City Council and staff have to do the work and get the overall vision for Brigham City.

Mayor Christensen said part of the problem is that there is such a broad spectrum of where the City should go, so coming to a consensus of what Brigham City wants to be is key. She asked for suggestions. Councilmember Bell said as she was listening to others' vision for Brigham City, she thought that Brigham City is really an exit off I-15. She listed Brigham City's assets: pristine golf course, skiing, route to Bear Lake, route to Yellowstone, Bird Refuge, ATV trails, duck hunting, fishing, boating, water skiing, hiking and biking, Golden Spike, deer and elk hunting, pheasant hunting, business innovation center, USU campus, cultural events, heritage tourism, Pony Express Route. All of these come from our exit off I-15.

Mr. Reid asked if the City is ever thinking of the gravel pits. Ogden had a similar situation with the pond on 21st Street. They went out and recruited a man who tested skis. He now tests his skis there. It could have been turned into a

recreation area, or there could be office buildings and condos around it, which they may still do. The City can take a gravel pit, which is a blight on the community, and think about what can be done with it. Have a partnership with Parsons, find out what their time frame is. Mr. Reid said he asked his son, who lives in Logan, if he ever stops in Brigham City. He said he does not, he just drives by. He told him there is only a handful of things to do in Logan, and they get tired of doing the same thing over and over again. Mr. Reid asked his son if there was something in Brigham, as he was driving to Ogden or Salt Lake, would it be an attraction to them. His son told him that would be great and, in fact, it is not that far to drive from Logan to Brigham, so they could drive to Brigham City to have some recreation. If Brigham City is the "Gateway to Northern Utah," there should be an outlet mall. People from Idaho would come here to the outlet malls. Then there would need to be a place for them to eat and stay over night, and good theaters to go to. There is no limit if you use your imagination and partner with the right people.

Councilmember Jensen suggested the Council and staff take some time to think about these ideas and have several work sessions. Mayor Christensen said her concern is that all the task forces have met and studied for several years. She would like to go to the next level, not continue to brainstorm. Councilmember Jensen agreed that there is no need to continue brainstorming, however, we need to think about all this information and put together a plan, or strategy, on how to pay for all this information, and how it will be used. It all needs to be pulled together into one vision.

Mr. Reid said cities can have a lot of plans, but you just need to ask yourself what is the story. Ogden had stacks and stacks of plans, and everyone felt good about the plans. But what is the story? Why would a developer want to do anything in Brigham City? Secondly, you have to have a champion. Who is making it happen? He said when he was hired at Ogden City, he had three employees and one department. When he left, there were seven departments and 60 employees. They completely re-organized the City and made the vision happen. The airport, the EEO, and engineering were under him, because he wanted to control how things were built, what the priorities were. Building Services were under him, because he wanted to make sure those people were friendly to the developers.

Mayor Christensen suggested another meeting be scheduled to refine the City's vision, and copies of the task force presentations be distributed before the meeting. Councilmember Jensen cautioned that we don't let individual plans drive us, they should bring us to the vision. Mr. Reid explained that after the City decides what they want to be, decide what the economic anchors are and where they should be located. This will drive all the other plans. Councilmember Jensen said, as an example, he is a member of the Airport Advisory Board. There are a lot of great things happening at the airport, but he does not understand how this ties into everything. Mr. Reid explained that by itself, the airport improvements do not have a lot of meaning, but if the City can give the airport purpose, it becomes part of the overall vision.

Another visioning meeting was scheduled for August 30 at 6:00 p.m. in the City Council Chambers.

The meeting adjourned at 8:43 p.m.